

C32

re

no.11a

copy 2

1790

CONNECTICUT

1845

1875

1892

1902

STATE LIBRARY,
- HARTFORD -

CLASS.	BOOK.	DATE.
	C496re	30 Aug 51
no. 11 A, Cop. 1.		
ACCESSION NO.		265625
SOURCE.		



36ye
?
112

Connecticut State Library



3 0231 00310 4374

STATE GOVERNMENT ORGANIZATION COMMISSION

FINAL REPORT

(Survey Unit No. 11a)

STATE POLICE

December, 1949

AUG 30 1951

Bruce Smith, Project Director
Frank Haines, Project Assistant
Alvin Peterjohn, Project Assistant

Commissioner Rogers, Chairman

CONN. STATE LIBRARY

MAR 1950

Digitized by the Internet Archive
in 2010 with funding from
Lyrasis Members and Sloan Foundation

TABLE OF CONTENTS

	<u>Page</u>
Improving Service at Increased Cost	1
Salary Scales Require Constant Adjustment	2
Numerical Strength is a Critical Issue	4
Numerous Stations Require a Large Operating Force	4
Enlarging Spheres of Government Also Affect Police Quotas	5
Property Management is Restricted in its Scope	7
State and Local Interrelations	8
Problems Arising from Civil Service Control	9
Trends in Executive Control of State Police	12
Some Desirable Changes in Administrative Structure	14

Organization Chart I

(Personnel Schedule to Accompany Organization Chart I)

Organization Chart II

Chart - Connecticut State Police Stations
(In order of establishment)

STATE POLICE

Connecticut was one of the leaders in providing a state police establishment. Beginning in 1903 as a state detective unit, the force has gradually expanded its functions and increased its resources in response to changing provisions of law. Some of its early patterns of organization proved to be unsatisfactory. Control by the justices of the Superior Court gave way to a three man ex officio board in 1921, which in turn was displaced in 1927 by a single commissioner exercising full unity of command under the direct supervision of the governor.

Civil service control was substituted for less formal personnel procedure. Confusing interrelationships with the department of motor vehicles were clarified. Weights and measures controls and the examination of motor vehicle operators were transferred to other state departments, and an increasing emphasis placed upon uniformed patrol service.

These varied changes have produced generally favorable results, and as it stands today the Connecticut State Police is well organized, well managed and ranks high among the 48 state police forces of this country. But serious defects inhere in the devices employed to impose civil service standards, while some of the inspectional and licensing duties still exercised by state police continue to complicate the administrative organization and to divert emphasis and manpower from those basic tasks of general law enforcement for which the force was created and to the performance of which its personnel is best adapted.

These are questions which will be considered later in some detail. Here it is pertinent to observe that despite occasional obstacles, the state police have increased the quantity and quality of police service with some consistency and at an accelerating pace.

Improving Service at Increased Cost

Rough indices of the results secured show Connecticut with a state-wide rate of traffic fatalities that is only one-half the national average (lowest-in-the-land in recent years). This year the Connecticut State Police received the National Safety Council award for best traffic safety enforcement in 1948.

On the criminal law enforcement side, the Connecticut State Police record is impressively high when compared with available averages for state police jurisdictions.¹

1 The best and most widely employed measure of law enforcement by police is the proportion of certain major crimes for which one or more persons were arrested and formally charged. Comparisons for recent periods are as follows:

(Footnote 1 - cont.)

Crimes Cleared by Arrest

	Average for Certain State Police Forces, 1947-1948*	Average for Connecticut State Police, 1943-1948
Murder	75.3	94.8
Robbery	51.4	73.0
Aggravated Assault	79.2	90.7
Burglary	37.5	53.5
Larceny	39.6	52.8
Auto Theft	42.0	70.2

Such satisfactory levels of performance invite consideration of the means by which they were achieved. While the lengthy history of the force doubtless obscures the operation of some factors, it is probable that three influences have contributed in some degree to the results noted here: (1) generous appropriations have been the rule, with the cost of operation increasing by five times in the past 15 years; (2) standards for appointment, training, promotion and discipline are higher; (3) continuity of tenure for successive administrative heads is so marked as to find few counterparts among other police forces in this country.

So far as expenditures are concerned, the early increases, while substantial percentage-wise, did not involve large sums. In 1933, 30 years after the establishment of the force the net expenditure was less than half a million dollars. But the fiscal years ending in 1936 and 1937 brought increases varying between 30 and 50 per cent. Upon the base thus laid, the more gradual additions of the past 10 years have now reached the \$2,000,000 level.

Increased costs for state police stem from two major factors: (1) rising salary scales, which in general were desirable, and in any case inevitable; (2) enlarged quotas of state policemen and auxiliary employees, which accompanied a widening in the range of services and a more complete protective coverage, particularly by uniformed patrols.

Salary Scales Require Constant Adjustment

Increased living costs have naturally forced extensive revisions in state police salary scales. So far as the numerous auxiliary employees of the force are concerned no special treatment is required here, since they have direct counterparts in other divisions of the state government and their compensation is therefore controlled by scales of general application. But state police duty is not easily related to other state employments due to special features and the environment in which it is performed.

* Included for 1947 are Connecticut, Delaware, Indiana, Maine, Massachusetts, New Hampshire, New Jersey, New Mexico, Pennsylvania and West Virginia. For 1948, Rhode Island is also included in addition to the foregoing states.

These facts have been so widely recognized that state authorities throughout the nation assemble compensation data on state police that might possibly have some comparative value. As yet little light has been shed upon the issue, partly because the data prove difficult to correlate, and partly because the confusion attending police salary scales in all jurisdictions can scarcely contribute to an ordered system merely by striking an arithmetical average.

Hence this state would do well to direct its efforts towards an examination of its own scales for state policemen, being guided by such controlling factors as living costs, hours of duty, subsistence allowances and retirement provisions.

The state policemen's work-week is long when compared with that of public and private employment in general. The present average is about 66 hours. While state police duty cannot be reduced to a cut-and-dried basis, the typical 11 hour working day cannot be expected long to survive unless major salary changes reflect the differential. Best policy would consist in enlarging police quotas to a point that will permit some reduction in the average work-day without committing the police force to any fixed and positive standard.

Living costs are now and may continue to be a source of some concern to state policemen and their dependents; but it should be noted that the state provides subsistence during the hours of active duty, and barracks-quarters for those desiring to occupy them. The subsistence item deserves particular attention in adjusting salaries.

Finally there is the substantial item of retirement annuities, most of the cost of which is borne by the state.² As to these, the position of the state policeman differs little from that of other state employees, except that the former may retire after 25 years of service even though he may not have attained the age of 55 years.

Present salary brackets appear below.³ They show four striking features that invite early correction. The scale for motion picture

• A memorandum on the place of state police in the retirement system will be found on file in the Commission office.

³ Present Salary Scales and Ranges for Various Ranks and Grades of State Police

Rank or Grade	Annual Steps	Range
Major	4	\$6,000 - 7,200
Captain	4	5,160 - 6,120
Field Captain	4	4,440 - 5,400
Lieutenant	4	3,840 - 4,560
Theatre Inspector	4	3,300 - 4,020
Sergeant and Detective Sergeant	4	3,120 - 3,840
Detective	5	2,820 - 3,420
Patrolman and Policewoman	8	2,520 - 3,480
Patrolman (Governor's Chauffeur)	4	3,000 - 3,720
Patrolman -- First Year	-	2,100

theatre inspector is high in relation to those for sergeant and detective sergeant; the patrolman assigned as governor's chauffeur and bodyguard similarly is out of line with the scales for detective and patrolman; the maximum for the grade of detective is actually lower than that for patrolman; and the entering wage for state policeman is so low as to constitute a threat to present and future recruitment. The annual rate for police recruits should be increased by \$200 without delay.

Numerical Strength is a Critical Issue

The second major component in rising state police expenditures stems from enlargements in the total strength. The character of these changes is significant. Nine years ago the police force totaled 225 officers and men. Today it is just over the 300 level representing a numerical increase of one-third. But during the same period, the auxiliary strength of office, garage and kitchen employees has risen from 85 to 173, for an increase of 100 per cent.

As a consequence of these changes, which reflect additional types of service as well as increased quotas assigned to long-established duties, the ratio of total state police employees to state population is among the highest in the land.

A rough comparison is sufficient to establish the point. Among the 48 states, Connecticut stands 31st in order of population and 46th in its land area, but in number of state police and auxiliary employees, it is topped by only eight states.⁴

Some of the reasons for this disparity are not difficult to identify. Among them is the palpable fact that traffic congestion here is more pronounced than in most states.⁵ Another is the wide range of inspectional duties imposed on state police. These require a separate personnel. Less obvious, but of major import, are the extensive services provided for operation of police stations and for maintenance of police buildings and equipment.

Numerous Stations Require a Large Operating Force

The 11 stations involve an operating force for records, communications and subsistence that totals not less than 78 employees. Since this represents one-fourth of the total personnel of the field stations, a fair question is raised concerning the basis of present distribution.

In large measure it rests upon decisions made 25 years ago. The first stations were established between 1921 and 1924, all of

⁴ California, Illinois, Michigan, New Jersey, New York, North Carolina, Pennsylvania and Texas.

⁵ Despite its small area, Connecticut stands 24th among the states in motor vehicle registrations and gasoline consumption.

them being located at or near the boundaries of the state.⁶ The wisdom of this distribution may be questioned, since any slight tactical advantage arising from proximity to entrances and exits was more than offset by increased distances involved in patrol deployment. Any doubt on the point was quickly resolved by the advent of police radio transmitters and receivers, which made possible the dispatch and tactical direction of patrol cars by officers stationed at the various command posts. With growth of the force, therefore, new stations were established along interior lines. The lengthy radius of patrol necessarily involved in the earlier peripheral treatment was thereby greatly shortened, though at the cost of a disproportionately large overhead.

Here are opportunities for retrenchment through station consolidations that may total as much as \$100,000 per annum. Abandonment of the stations now located at Ridgefield, Canaan, Danielson and Westbrook would reduce total requirements of service personnel by 25, without any counterbalancing enlargements in the remaining stations. Total costs for building maintenance and operation would be reduced by about one-third. Economies arising from a reduced capital investment are highly speculative. Only three of the affected stations are now owned by the state. They are carried on annual inventory at a total value for land and buildings (but not including equipment or radio towers) of \$215,700. The station at Westbrook is under lease at \$300 per month. It is ill-adapted to state police requirements.

Enlarging Spheres of Government Also Affect Police Quotas

Private enterprises that are deemed to be affected with the public interest are brought more and more under the supervision and control of state agencies. This process has given rise to new, and sometimes incongruous responsibilities for the state police. Their far-flung network of uniformed patrols, the availability of experienced investigators, their resources in transportation and communication facilities, and particularly their continuous operation by day and by night, on week days, Sundays and holidays, combine to encourage enlargement of their duties to include many inspectional and regulatory activities having no direct bearing upon criminal law enforcement or traffic safety.

In addition to the long-standing designation of the police commissioner as state fire marshal, the passing years have brought an accretion of numerous additional duties for the discharge of which other state departments did not seem to be well adapted.

⁶ At Centerbrook, Ridgefield, Canaan, Stafford Springs, Danielson, Groton and Westbrook.

⁷ At Hartford, 1927-1928; Beacon Falls, 1929; Colchester, 1938-1939; and Litchfield, 1940. The present station at Westbrook displaced the Centerbrook station in 1929, with Bethany substituted for Beacon Falls in 1939-1940.

The Cross Commission of 1937 proposed to carry this gradual process through the establishment of a commissioner of public safety who should be responsible not only for direction of the general law enforcement functions of the state police, but should also administer such widely differing activities as those associated with liquor control, the regulation of motor vehicles, aeronautics, boxing and wrestling contests, weights and measures and occupational licensing.

These far-reaching proposals rested largely upon the assumption that there was some basic similarity characterizing the various activities which could be conveniently expressed by the term "public safety". But such random aggregations of duties can never be given administrative coherence by more common designation, while their involvement with general law enforcement tends both to obscure and to complicate the already difficult tasks of state police. Hence we do not propose to recommend the creation of a department of public safety.

This leaves the allocation of safety inspections and occupational licensing still open for consideration. Some of them have a sufficient association with the performance of general law enforcement duties to warrant their retention as part of the state police set-up. Included in this category are the licensing of professional bondsmen (G.S., 1949 Rev., Sections 3728-3736); private detectives and detective agencies (Sections 3737-3744); transportation and storage of explosives and flammable liquids (Sections 373-3744; 3686-3689); auctions of precious stones and of gold and silver articles (Sections 4641-4643); pistol permits (Sections 4158-4169); junk dealers (Sections 4647-4652); itinerant vendors (Sections 4675-4682), and the registration of poultry identification marks. Such as these either have a direct bearing upon criminal intelligence and investigation, or readily lend themselves to enforcement on the highways in connection with routine patrols.

Far more difficult to allocate are the duties of state fire marshal, with attendant responsibility for formulating and promulgating a fire code for conducting inspections of premises (G.S. Sections 3664-3673) and related activities involving the regulation of fuel oil burners (Section 3682); soot removal compounds (Section 3685); and dry cleaning and dyeing establishments (Sections 3690-3692). As to these the proper interest of state police is confined to investigation of suspicious fires, and of all accidents having some possible element of criminal negligence. But these duties can satisfactorily be performed without assuming responsibility for establishing highly technical industrial standards.

If a central regulatory body is set up within the structure of the state government, then the fire marshal's duties and the related activities listed above may appropriately be transferred to it. Barring such an eventuality, the state fire marshal's office may best remain within the state police setup as at present.

A third group of activities is concerned with the regulation of certain places of public resort and entertainment, involving license and inspection of motion picture theatres, projection booths and the

operators of projectors (G.S. Sections 3694-3713); amusement parks (Sections 3713-3717); carnivals, circuses and tented assemblies (Sections 3718-3725); and motor races and race tracks, drivers and cars (Section 3727).

If to these be added control of outdoor advertising agencies and signs (Sections 4688-4702) and the issuance of state-wide licenses to electricians holding local authorizations from cities and towns (Section 3684) it becomes apparent that some new approach to the question of license administration is needed if coherence and order to be restored.

Here again the conclusion seems inescapable that the state police function has been extended too far, and that the time has come to consider a reallocation of those services that do not easily fit into the general framework of law enforcement.

The personnel now engaged in these duties includes 11 state policemen of various ranks plus six stenographers, clerks and typists.

Property Management is Restricted in Its Scope

The state police force performs several functions involving management of property, which serve to increase the numerical strength without necessarily increasing net expenditure.

At all barracks except Litchfield and Canaan, station garages provide primary servicing and minor repairs for motor equipment. Larger jobs are performed by regional shops located at the Westport and Colchester barracks, while bodywork is sent to the emergency services shop at Westbrook. The latter agency also performs a wide range of other services involving the construction of police equipment and general maintenance of property. Twenty-seven people are employed in these activities.

Many state police forces choose to maintain their motor equipment and other property by formal contract or open order service, thus relieving themselves of certain burdens of administration, and keeping their personnel quoraa at a proportionately lower level.

It does not, however, necessarily follow that the Connecticut force should adopt similar policies. The small and compact area of this state readily lends itself to central repair facilities, while the primary servicing now provided at 9 of the 11 stations serves to keep police personnel on the road during their hours of active duty rather than to engage them in the washing, greasing and repair of their patrol cars.

Other factors to be considered are the quality of the work performed and its cost to the state.

While no effort was made to examine each of the 444 vehicles every station and field installation was visited, some of them several times, and observations made in the course of such visits

indicated that the care accorded to buildings, motorized units and other police equipment, reflects credit upon official policies and discipline of the force.

But while the department believes that these property services are conducted at a lower cost than would be possible in the open market or under sealed bids, no cost accounts are maintained for motor servicing and operation. Hence it is not possible to establish the facts of the case.

Purchases are made chiefly by the business manager, although many motor parts are separately handled through the officer in charge of the emergency service shop at Westbrook and the station commanders necessarily are charged with the purchasing of perishable foods for the mess of each station. Most nonperishable commodities are delivered in to the custody of the quartermaster at headquarters, whence they are distributed upon the requisition of local commands. While this effects physical control of such stores at one central point, the lack of an adequate inventory procedure dissipate much of its advantage and the frequent shipment of small consignments to the various stations via police trucks introduces cost items which never enter into the accounts.

State police supply procedures and standards could be greatly improved under a central purchase regime extending throughout the state government. If central purchasing and stores custody is set up as a general service of the state, the business manager, quartermaster and emergency service garage will be relieved of a major share of their present work in these fields, thus releasing personnel in these three offices for the maintenance of cost records and current inventories, for the better control of state property.⁸

State and Local Interrelations

Relations with other state departments and with local governments are necessarily numerous in all state police organizations, but the Connecticut force shows certain special features that invite comment. Police barracks and attached facilities sometimes provide means of communication for bank and fire alarms, teletype service for all local forces that install receivers, interstate police teletype communication for the northeastern states, and in rare instances handle routine duty calls by local police. Weather reports of impending snow storms are relayed to local foremen of the department of highways. Fingerprints of criminals must be forwarded by local police and by jail and prison wardens to the state bureau of identification operated by the state police (G.S. Section 3654).

The state police commissioner is charged with responsibility for reviewing the appointment of special police employed to guard the

⁸ Several detailed reports have been prepared on these questions by the survey staff. They will be filed at the Commission's office for future reference.

property of other state departments (Section 3660), and of utility and transport companies (Section 3661) or employed in armored car services (Section 3662). Notable too is the fact that the commissioner may command the service of deputy sheriffs and local police in emergencies, and may invest them with state-wide police authority (Section 3652).

In traffic matters the commissioner of state police is a member of the state traffic commission which establishes standards for traffic signs and signals, and designates through ways for express traffic and determines parking and speed limits. An interesting development in the field of local policing is the statutory provision authorizing the commissioner to appoint not more than 10 state policemen (in addition to established quotas) in two or more towns lacking local police. Contracts with the towns concerned are entered into for a term of two years with a proviso that the towns and the state shall share the cost of such additional officers. This is a device which has been experimented with in New York State for the past 25 years and in the Province of Ontario for only a brief period. While there are inherent dangers of divided command the Connecticut policy of having the state share in the cost of the so-called "resident police" may strengthen its hand in retaining full control. Thus far only two resident policemen have been engaged (for Canton and New Hartford, and for Old Lyme and East Lyme.)

Doubtless similar arrangements in other areas will be made from time to time. The results should be closely examined to determine whether they justify continuance of the statutory authority for them.

Ambulance service is commonly provided by the several stations. In some cases the ambulances are state property and the state police are accordingly able to determine the conditions under which the service shall be rendered. In other instances, however, local units provide these costly vehicles and turn them over to state police to operate. Under these circumstances the donors are likely to take a liberal view of requests for ambulance service, while the station commander, who must detach men from other duty, is reluctant to order the ambulance out except for charity cases or in actual emergencies. Here is an explosive issue in some areas, and one that under an unfortunate combination of circumstances could produce conflicts of an abiding nature. A state-wide code for the use of both public and private ambulances that are operated by state police seems to be necessary in order to settle the question.

Problems Arising from Civil Service Control

Unlike most other types of public employment, admission to the state police force or later promotions throughout its ranks, is not predicated upon special qualifications, vocational experience, professional training or even general education. Recruits are sought among young men and women of good character and sound physical constitution, who appear to be able to learn what the police force has to

teach them, and who it is hoped will prove adaptable to the conditions of police service. This represents the practical limits of initial selection.

It proves exceedingly difficult for any group of police administrators to satisfy the demands of the selection process with full justice to the individuals concerned and with due regard to the overriding interests of the state and its citizenship. But such difficulties are minor when compared with those confronting personnel agencies which seek to deal with questions of police management. In recognition of these facts the state personnel department regularly turns to the police heads for aid in conducting written and oral examinations and in establishing the standards for service ratings. Due to such collaboration, the personnel problems of the Connecticut State Police are much less aggravated than those characterizing other state forces operating under central personnel controls.⁹ But since a uniform pattern is followed neither the police commissioner nor the ranking officers of the force can directly apply any of their own wisdom, police sense, or experience to the primary selection of recruits, and though some discretion is permitted in making actual appointments, the restrictions upon executive judgment can prove extremely severe.

When promotions are in the making, the situation borders on the fantastic. Every officer of the force from sergeant to commissioner, should be able to make substantial contributions out of their own individual knowledge of and acquaintance with the aspirants. Civil service doctrine and personnel department rules bar the use of such resources on the ground that they may involve personal prejudices. Department heads are invited to nominate oral examiners and accordingly may designate one another to serve in this capacity, thereby neatly evading the "no prejudice" features of the system.

The state police have abandoned this practice because it does not produce oral interviews by qualified authorities. Instead they nominate state police officers from other states together with experienced local policemen from his state, to conduct the most important single stage in the whole process of police administration.

⁹ The last completed cycle of examinations for state police patrolmen were conducted in 1946. Of 742 applications received, 114 were rejected as not fulfilling basic requirements. Sixty-four applicants did not appear for the written test and 330 of those who took it failed to pass it. Of the 225 who were admitted to the oral test, 94 were unsuccessful in satisfying the examiners. Between February, 1947 and March, 1949, 98 patrolmen were appointed to the eligible list. Fourteen others were passed over, 15 waived appointment, 2 were disqualified and 2 took other civil service jobs.

Shrinkage during the basic training period is at a slower rate. Of the 21 patrolmen entering the state police school between August, 1940 and March, 1949, 6 were dropped during primary instruction, 3 resigned for personal reasons, while 3 were dropped and 7 resigned during the working test period.

Disciplinary action is also subject to review by central personnel agencies, but perhaps owing to the fact that state police are tained in procedural safeguards of notice, charge, specification, hearing, the presentation of witnesses and cross examination of accusers, for persons accused of crime, and adhere to them in departmental charges affecting their own members, no weakening of police discipline seems to have occurred.¹⁰

The state police go to extraordinary lengths to train their men in the policeman's art, to prepare them for specialized tasks, to qualify them for higher ranks in the force, and generally to widen their mental and moral horizons. These ends are sought through three months of recruit training at Bethany barracks, and various forms of in-service instruction, plus attendance at the 14 weeks courses conducted by the FBI National Academy at Washington, D.C; the one semester courses at the Northwestern University Traffic Institute in Evanston, and shorter institutes conducted by Harvard University in legal medicine and by the regional schools of the FBI and the Traffic Institute.

In the light of these progressive and portentous developments, a substantial enlargement of state police responsibilities in selecting recruits and making promotions seems clearly to be in order. The largest single improvement would consist in authorizing the commissioner and state police officers to conduct oral examinations of aspirants for appointment and promotion and to accord ratings on such interviews.

Also inviting change is the merit system rule under which the appointing authority is given a choice among the three top names on the eligible list. This works well enough when only one appointment is involved. But state police appointments must be made in large numbers in order to provide a training group of suitable size. Hence with only two extra names from which to choose, the state police commissioner actually enjoys less freedom of selection than do other department heads. It is accordingly urged that the two-extra-names rule be relaxed for state police appointments, by providing not less than twice as many certifications as there are places to be filled.

¹⁰See State Police Rules and Regulations, sections 12-13. From July 1, 1939 to October 1, 1949 a total of 79 lieutenants, sergeants and patrolmen were tried on charges ranging from falsification of records, immoral conduct and various other crimes and misdemeanors, to neglect of duty, reckless use of firearms and failure to pay just debts. Dispositions of these cases show that 5 were exonerated, 44 were suspended without pay for varying periods, 4 were demoted, 15 dismissed and 11 were permitted to resign while charges were pending.

Three judicial appeals have been taken from disciplinary action during the past 10 years. In each case the commissioner of state police was sustained by the courts.

A more detailed report on selection, promotion and disciplinary standards has been prepared by the staff of Unit #11a. It will be filed at the office of the Commission.

Above and beyond such improvements in detail stands the continuing need for a larger discretion in personnel matters for the police commissioner. Not only in appointments and promotions, but also in the review of appeals from disciplinary action, it is of prime importance that routine procedures shall not interfere with the exacting requirements of police command.

Police work by its nature revolves around the human factor. Personnel control cannot be separated from police administration because it represents the chief duty of the police administrator. Experience in many other states has conclusively shown that state police can operate their own merit systems with full justice to the public interest and with due regard for the concerns of the individual state policeman.

Trends in Executive Control of State Police

State police have so recently appeared on the American scene that some of the more basic questions concerning their organization and status have not yet been finally settled. While the police forces of our cities and villages are now generally established as major executive departments, the relatively small numbers of many state forces (14 of them have less than 100 employees) serve to keep them subordinated to one of the larger state departments. In 12 jurisdictions the state forces are specifically confined to enforcement of the motor vehicle and highway laws, with a half dozen others rarely exercising general law enforcement powers. Here again the restricted scope of state police duties tends to place the respective forces within the administrative framework of state departments of public works, or highways, or motor vehicles. But in 18 states, including all but one in the New England and the Middle Atlantic regions, state police regularly engage in the full range of general law enforcement duties and enjoy both in law and in fact the status of executive departments. The one exception is New Jersey which very recently has subjected its state police force to the control of the attorney-general who is appointed by the governor under the new state constitution.

The New Jersey departure, together with the devices described above for administering highway patrols of limited powers, were inspired by the apparent need to relieve unnecessary administrative pressures upon the governor by narrowing his span of control. This process of departmental consolidation holds dangers for the orderly development of those state forces which, like the Connecticut State Police, are engaged in the entire range of law enforcement. For if they are subordinated to state officers of specialized interests (such as attorneys-general, motor vehicle commissioners, or the heads of departments of highways or public works) experience has shown that the emphasis of their work will be directed along the course of such special interests. But the experience of those states in which the head of the state police is responsible directly to the governor indicates that in this way the entire range of law enforcement will be applied without special emphasis upon any particular type.

All of our American experience with law enforcement -- whether federal, state or local -- tends to the conclusion that direction of police forces is no routine ministerial task. On the contrary, it sometimes involves policy decisions of the most far-reaching importance. While such major decisions may lie within the proper sphere of the general executive and in some cases of the legislative body also, conditions do not always permit referral of a policy question. The governors of all of our states are charged with the protection of life and property. In Connecticut, this obligation is imposed by the state Constitution (Article IV, Section 5) and by general statute (G.S. Section 78). Hence, the governor needs and should have the state police under his direct guidance and control without the interposition of any other elected or appointed functionary. Otherwise he will lose direct personal contact with the commissioner of state police, upon whom he must place full reliance in emergencies.

In the course of the past 45 years, this state has had its full share of experimenting with state police. It has placed them under the judiciary, and also under the control of a conglomerate ex officio board. While under judicial control, the state police were state detectives and while under the state police board of which the comptroller and the commissioner of motor vehicles were ex officio members, traffic regulation and the testing of motor vehicle operators were emphasized. It was not until the force was established under the direct supervision of the governor that its present balance of uniformed patrol, criminal investigation and traffic regulation was achieved. Thus experience in Connecticut tends strongly to indicate the desirability of adhering to the patterns established here over 20 years ago.

This state's experience with the general administration of its police force has been unusually satisfactory from the standpoint of continuity of service for the directing head. In the course of the past 46 years, the state police have had only four superintendents or commissioners. If this be compared with the average for American cities and states, the contrasts are startling. In our cities the average tenure for police heads fluctuates between 18 months and 2 years. Among the state forces the record is somewhat better, though only about one-fourth of the incumbents have served more than three years. But in Connecticut, Massachusetts, Michigan, New Jersey, New York, Pennsylvania and Rhode Island, the lengthy service records of state police administrators rival those compiled by police officials in Great Britain and in Western Europe.

In two-thirds of the state forces, the administrative head holds office at the pleasure of the appointing authority, who as we have seen, is usually the governor, but in 11 states, including Connecticut, the statutory term is 4 years. Two-year terms are prescribed in 3 states, five-year terms in 3 states and a six-year term in 1 state.

None of the highly diversified practices here reflected produce continuity of tenure with any marked consistency. Thus among the seven states in which the average tenure reaches satisfactory levels, Michigan, New York and Rhode Island have indefinite tenure; Connecticut (G.S. Section 3640) and Pennsylvania have four-year terms; while in Massachusetts and New Jersey, the chief administrator is appointed for five years. In some of these states party lines have been crossed by governors in a few instances, and the appointment of politically inactive administrators has occurred in others. Still the largest single factor in achieving continuity is a recognition that effective police management involves special skills not easily identified in advance, but which once secured should be kept in the service of the state without too much regard for political leanings. Such non-partisan traditions for state police are naturally of slow growth.

So far as Connecticut's experience with this question is concerned, the strong indications are that the four-year term for state police commissioner, during which he may be removed only for cause, has served to lengthen tenure by bridging occasional two-year shifts in the state's political control. Although a four-year gubernatorial term will remove this feature, there seems to be no adequate reason for lengthening the statutory term of the police commissioner. To produce consistently superior results, continuity of tenure must rest upon executive responsibility in the governor's office, rather than upon an artful adjustment of official terms to the vagaries of political change.

The statutes make no provision for confirmation of the governor's act of appointment (G.S., Rev. 1949, Vol. II, Section 3640). This seems a desirable feature that may be preserved with advantage.

Some Desirable Changes in Administrative Structure

Implicit in several of the proposals appearing in the foregoing pages are various changes in structural organization. These will be briefly reviewed here. Although the basic scheme set forth in the chart of present organization (Figure I) and in the schedule attached to this report, is sound in its essentials, there are numerous points in the rules and regulations, as well as in the general orders that supplement or amend them, at which greater clarity and precision should be introduced. Units are referred to by differing titles, and the chain of command is not always sharply delineated. Hence the chart of present organization represents our interpretation of the meaning of statutes, rules and orders, with such clarifying changes as were suggested in the course of official interviews.

The top-side set-up of commissioner, executive officer (major) and night executive (lieutenant) has proved its value. The span of control that must be exercised by the commissioner is not unduly wide,

since only nine heads of administrative units are directly responsible to him. The organization for field service, with field captains for east and west divisions, should stand, whether each captain is responsible for supervising five stations as at present, or whether the total number of stations is reduced from 11 to 7 as herein proposed.

But we question the desirability of subordinating Station H in Hartford, together with the territory for which it is responsible, to the field captain who is charged with supervising the traffic division. There are good, if technical, reasons for not placing this headquarters command under one of the field captains of the present scheme of organization. But it is suggested that Station H should operate as a separate headquarters command, without any confusion with the special preoccupations of the traffic division. For similar reasons, the state police training school should be removed from the immediate direction of the traffic captain.

Under prevailing patterns, the captain of the special service division exercises control over not only the detective force, crime laboratory and identification files, which have a close relationship to criminal investigation, but also supervises radio dispatchers, teletype operators and radio maintenance crews, which are concerned with the communication facilities of the department as a whole. If these three service units were brought under separate command, along with the general office for records and statistics, and the publications office now loosely associated with the traffic division, more coherent administrative relationships might be established.

The license and inspection division must stand apart as a separate unit so long as its regulatory activities bulk large in the commissioner's responsibility. But if they should ever be transferred to other state agencies, the unit should disappear from the state police setup. The various permits that are readily associated with police controls may then be issued through the general office.

This leaves property management to be considered. It is now distributed among three separate and independent units by: (1) the business manager who handles accounts and headquarters maintenance, (2) the quartermaster's office consisting of a lieutenant and one clerk, and (3) the emergency service shop at Westbrook. Although placing this remotely located shop under central business management will not bring it any closer to the geographical center of the state, the administrative relationships of these units are already close in a procedural sense, and will become even closer if adequate cost accounts and inventory controls are introduced as proposed.

Net effect of the foregoing changes in organization structure will neither widen or narrow the commission's span of control, except as licensing and fire prevention activities may ultimately be transferred to other state departments. But it holds considerable promise for a better defined, more coherent, and in some respects a simpler scheme of organization than that now in effect.

The revised organization structure here in described is graphically portrayed in Figure II.

* * *

PERSONNEL SCHEDULE TO ACCOMPANY ORGANIZATION CHART I

CONNECTICUT STATE POLICE

COMMISSIONER

EXECUTIVE OFFICER - MAJOR

NIGHT EXECUTIVE - LIEUTENANT

Secretary to the Commissioner

1 Stenographer, Grade III

1 Stenographer, Grade II

SPECIAL SERVICE - Captain

Governor's Chauffeur - Patrolman

Resident Policemen

1 Detective Sergeant

1 Patrolman

COMMUNICATIONS - Lieutenant

1 Sergeant

2 Patrolmen

1 Typist, Grade II

RADIO

2 Senior Radio Dispatchers

3 Radio Dispatchers

TELETYPE

1 Chief Teletype Operator

12 Teletype Operators

RADIO MAINTENANCE

1 Radio Maintenance Supervisor

6 Radio Technicians

2 Skilled Tradesmen

IDENTIFICATION - Lieutenant

1 Fingerprint Classifier

1 Senior Radio Dispatcher

1 Clerk, Grade III

3 Typists, Grade I

2 Typists, Grade II

LABORATORY - Lieutenant

- 1 Patrolman
- 1 Laboratory Helper
- 1 Police Photographer

DETECTIVE FORCE - Lieutenant

- 4 Detectives
- 8 Patrolmen
- 3 Policewomen
- 1 Stenographer, Grade III
- 1 Typist, grade II
- 1 Clerk, Grade III

At Station "E" Groton

- 1 Detective Sergeant
- 1 Sergeant
- 1 Patrolman
- 1 Policewoman
- 1 Stenographer, Grade II

EMERGENCY SERVICES - Lieutenant

- 2 Patrolmen
- 1 Garage Foreman
- 3 Motor Equipment Repairmen
- 3 Skilled Tradesmen
- 1 Typist, Grade II
- 1 Institution Helper
- 1 Radio Dispatcher

FIELD CAPTAIN

TRAFFIC SAFETY

- 19 Patrolmen
- 1 Stenographer, Grade III
- 1 Typist, Grade II

TRAINING SCHOOL - Lieutenant

PUBLICATIONS

- 1 Clerk, Grade III
- 1 Clerk, Grade II
- 1 Typist, Grade II
- 1 Typist, Grade I
- 1 Mail and Supply Clerk

STATION "H" HARTFORD - Lieutenant

- 1 Detective Sergeant
- 3 Sergeants
- 1 Detective

STATION "H" HARTFORD - Lieutenant (cont.)

- 22 Patrolmen
- 1 Clerk, Grade II
- 2 Radio Dispatchers
- 1 Institutional Chef
- 1 Head Cook
- 1 Cook
- 1 Janitor
- 2 Garage Foreman
- 5 Motor Equipment Repairmen
- 2 Garagemen

GENERAL OFFICE - RECORDS AND STATISTICS

- 1 Clerk, Grade III
- 1 Clerk, Grade I
- 3 Typists, Grade II
- 5 Typists, Grade II

LICENSES AND INSPECTION - Captain

- 1 Detective Sergeant
- 1 Detective
- 4 Patrolmen
- 1 Stenographer, Grade III

DEPUTY FIRE MARSHAL

- 2 Lieutenants
- 1 Typist, Grade I
- 1 Mail and Supply Clerk

LICENSES AND PERMITS

- 1 Head Clerk
- 1 Stenographer, Grade III
- 1 Clerk, Grade III

MOTION PICTURE INSPECTION

- 2 Theatre Inspectors

BUSINESS MANAGER

- 1 Stenographer, Grade III

ACCOUNTING

- 2 Assistant Accountant Auditors
- 3 Clerks, Grade II
- 1 Typist, grade II

PURCHASING - Business Manager

HEADQUARTERS MAINTENANCE

1 Building Custodian

2 Cleaners

1 Steam Fireman

QUARTERMASTER - Lieutenant

1 Mail and Supply Clerk

EAST DIVISION - Field Captain

STATION "C", STAFFORD - Lieutenant

2 Sergeants

14 Patrolmen

1 Policewoman (Special service)

2 Radio Dispatchers

1 Clerk, Grade II

1 Head Cook

1 Cleaner

1 Institution Helper

1 Garageman

STATION "D", DANIELSON - Lieutenant

2 Sergeants

13 Patrolmen

1 Policewoman (Special Service)

2 Radio Dispatchers

1 Clerk, Grade II

1 Head Cook

1 Cleaner

1 Garageman

STATION "E", GROTON - Lieutenant

2 Sergeants

15 Patrolmen

2 Radio Dispatchers

1 Clerk, Grade II

1 Head Cook

1 Institution Helper

1 Cleaner

1 Garageman

STATION "F", WESTBROOK - Lieutenant

2 Sergeants

14 Patrolmen

1 Policewoman (Special service)

2 Radio Dispatchers

1 Clerk, Grade II

1 Head Cook

2 Cleaners

STATION "E", COLCHESTER - Lieutenant

- 2 Sergeants
- 1 Detective
- 10 Patrolmen
- 1 Policewoman (Special Service)
- 2 Radio Dispatchers
- 1 Clerk, Grade II
- 1 Head Cook
- 1 Cleaner
- 2 Motor Equipment Repairmen

WEST DIVISION - Field Captain

STATION "A", RIDGEFIELD - Lieutenant

- 1 Sergeant
- 1 Detective Sergeant
- 16 Patrolmen
- 1 Policewoman (Special service)
- 2 Radio Dispatchers
- 1 Clerk, Grade II
- 1 Head Cook
- 1 Cleaner
- 1 Garageman

STATION "B", CANAAN - Lieutenant

- 1 Sergeant
- 1 Detective Sergeant
- 10 Patrolmen
- 1 Policewoman (Special service)
- 1 Clerk, Grade II
- 2 Radio Dispatchers
- 1 Head Cook
- 1 Cleaner

STATION "C", WESTPORT - 2 Lieutenants

- 2 Sergeants
- 32 Patrolmen
- 1 Detective Sergeant (Special service)
- 1 Clerk, Grade II
- 2 Radio Dispatchers
- 1 Head Cook
- 1 Cook
- 1 Cleaner
- 1 Institution Helper
- 2 Motor Equipment Repairmen
- 1 Garage Foreman

STATION "I", BETHANY - Lieutenant

- 2 Sergeants
- 30 Patrolmen
- 1 Policewoman (Special Service)

STATION "I", BETHANY - Lieutenant (cont.)

- 1 Clerk, Grade II
- 3 Radio Dispatchers
- 2 Head Cooks
- 2 Institution Helpers
- 1 Cleaner
- 1 Garageman
- 1 Motor Equipment Repairman

STATION "L", LITCHFIELD - Lieutenant

- 13 Patrolmen
- 1 Clerk, Grade II
- 2 Radio Dispatchers
- 1 Head Cook
- 1 Cleaner

PRESENT ORGANIZATION - CONNECTICUT STATE POLICE

23

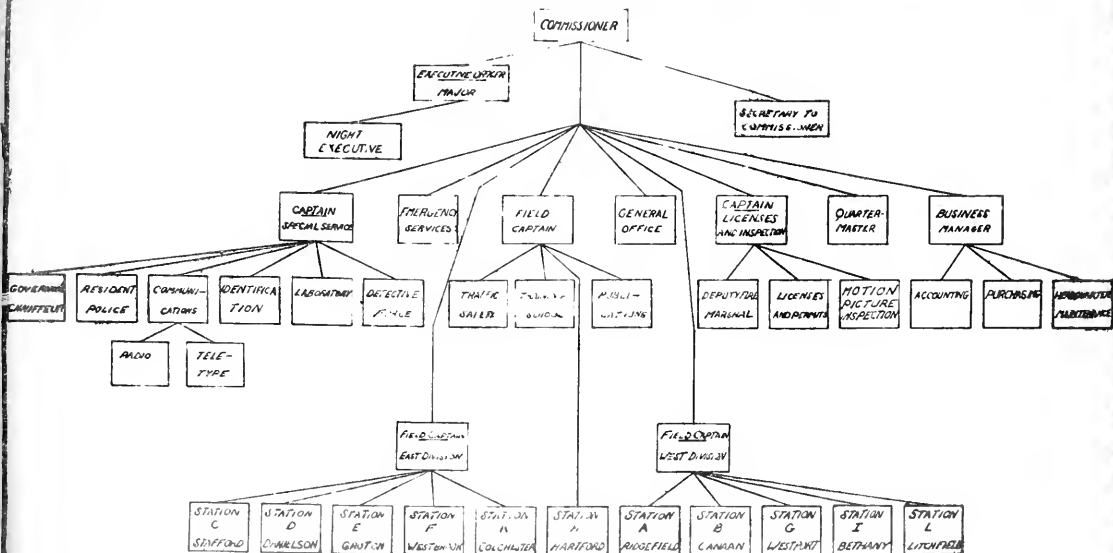


FIGURE I

November 1959

